

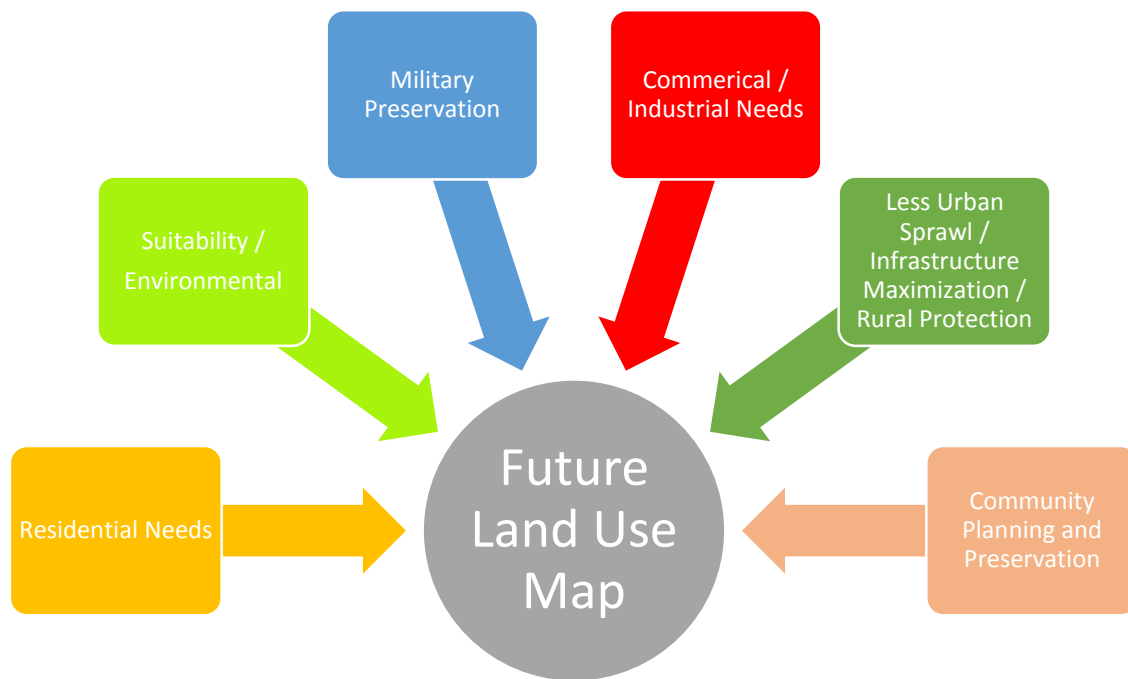
2.0 Future Land Use Element Background Data and Analysis

2.1 Introduction

The purpose of the Future Land Use Element is to evaluate existing development patterns, projected growth, and potential constraints to development (including infrastructure or environmental constraints) in order to determine and describe where this projected growth and development will be located. A central concept of this analysis is the continued insurance that adequate land is available or allocated on the County's Future Land Use Map to accommodate the projected growth through the Plan's timeframe (2040).

2.2 Santa Rosa County Land Use Planning Framework

Figure 1: Land Use Planning Inputs



As shown in Figure 1 above, the development of the County's Future Land Use Map includes several major inputs. A description of these inputs and how they relate to the County's land use planning program is provided below.

Residential Needs and Commercial/Industrial Needs:

Two of these inputs, residential needs and commercial/industrial needs, are addressed through analysis of the existing Future Land Use Map and its ability to provide adequate lands for these land uses through the Plan's timeframe, 2040. Conceptually, it is ideal to provide these lands in areas that are not environmentally sensitive, have adequate infrastructure and in areas that do not compromise military operations within the County. This Chapter contains an analysis of the availability of lands to accommodate future development as well as the suitability of vacant lands for development.

Suitability / Environmental:

Environmental suitability was considered when special land use categories were created for the Garcon Point area and in the creation of the Conservation land use category. Santa Rosa County has abundant natural resources and environmentally sensitive areas - the Blackwater and Yellow Rivers, The Yellow River Marsh Aquatic Preserve, the Escambia, East and Blackwater Bays, the Santa Rosa Sound and the County's coastal areas including The Gulf Islands National Seashore, the Garcon Point peninsula and Water Management Area, the Blackwater River State Forest, the Escambia River and Water Management Area, the Escribano Point Wildlife Management Area and the Eglin Air Force Base Preserve.

Military Preservation:

Also important to the County's land use planning program is the insurance that our military installations are protected and can continue viable operations. The Joint Land Use Study and other military preservation plans/programs have been implemented within the Comprehensive Plan's Future Land Use Element.

Less Urban Sprawl / Infrastructure Maximization / Rural Protection:

Santa Rosa County has an active agrarian economy in the northern County and preservation of farmland and rural lifestyles are considered of paramount importance. In order to protect farmlands and rural lifestyles, the Rural Development Plan has been partially implemented within the Future Land Use Element. The Rural Development Zone, as implemented, coincides with the northern boundaries of several sewer and water franchise areas (Pace, Milton and East Milton) and the Plan contains policies geared towards increasing development in areas where central services are provided. Also, in order to look at infrastructure maximization, planning areas have been created to analyze central water and sewer availability within the County's growth communities from a data and analysis perspective. This concept can also be applied to capital improvements planning for roads.

Community Planning and Preservation:

Finally, the County has unique historical or culturally significant communities such as Milton, Bagdad and Floridatown as well as other defined but unincorporated residential communities such as Pace, Navarre and Navarre Beach that have warranted small area planning efforts over the years. In addition, two small area planning efforts, the Navarre Beach Master Plan and the Bagdad Historic District Plan have been implemented on the Future Land Use Map.

2.3 Santa Rosa County Land Use Planning Analysis Framework – Planning Areas Defined

In order to provide an analysis of the County's Future Land Use and Existing Land Use Maps as well as the policies contained within the Comprehensive Plan, the County has been divided into six separate and distinct planning areas (**Map 2-1**). These planning areas have been developed considering the availability of centralized water and sewer services, the existing development pattern, census tract divisions, transportation infrastructure and environmental constraints. A description of each planning area follows including any special or small area planning efforts within each larger planning area. The main goals of the planning areas are described below:

Planning Area Goals

- 1) Complete Communities: Promote a balance of residential and non- residential land uses within specified sub-communities of the County.

- 2) Maximize Water and Sewer Service Efficiency: Promote development within areas of the County that are serviced by centralized water and sewer and to provide analysis related to the discouragement of urban sprawl.
- 3) Provide an Analysis Framework: Recognize that the County is diverse and that the various planning areas have different needs in terms of the County's land development and land use planning frameworks.
- 4) Recognize Existing Small Area Planning Efforts: The Planning Area framework provides a mechanism for recognizing and implementing the various small area planning efforts within the County and can serve as a framework for any future small area efforts.

2.3.1 South End Planning Area

This planning area consists of what is commonly referred to as the peninsula, located between the City of Gulf Breeze and the Okaloosa/Santa Rosa county line. This is one of the more urbanized areas of the County and is a major population center for the County, mostly permanent with a heavy military off base housing influence. Water and sewer services are generally available on the peninsula though some septic systems are in place. The peninsula area is serviced by three separate water utilities, the City of Gulf Breeze/South Santa Rosa Utilities, Midway Water Systems Inc. and the Holley Navarre Water System. Both the City of Gulf Breeze and Holley Navarre provide waste water treatment or centralized sewer service while Midway does not. The City of Gulf Breeze does, however, provide sewer service for the Midway water franchise area.

2.3.2 Navarre Beach Planning Area

The Navarre Beach Planning Area is the portion of Santa Rosa Island that is leased by Santa Rosa County from Escambia County lying in between the Gulf Islands National Seashore parks. The island is accessible via the Navarre Beach Causeway and the Bob Sikes Bridge. This land area is subject to the Navarre Beach Master Plan and individual property leases. Navarre Beach is serviced by the only County owned water system and waste water treatment system. Septic tanks are not installed on Navarre Beach nor are they permitted.

2.3.3 Pace Planning Area

The Pace Planning Area consists of lands within the Pace Water Systems Inc. sewer franchise area excluding the Garcon Point Protection area and a portion of census tract 107.02. This includes the bedroom communities of Pace along the U.S. 90 corridor and to the north of U.S. 90. The U.S. 90 corridor connects Milton to Pensacola through the Pace area and is characterized by large and small scale commercial development, mostly ancillary to the residential areas within the study area.

2.3.4 Milton Planning Area

The Milton Planning Area consists of lands within the City of Milton's water and sewer franchise areas including the newly acquired Sundial Utilities sewer franchise area. This Planning Area includes the City of Milton and the Bagdad Historic District.

2.3.5 East Milton Planning Area

The East Milton Planning Area contains the East Milton Water System's franchise area and is not located within a sewer system franchise area.

2.3.6 Garcon Point Planning Area

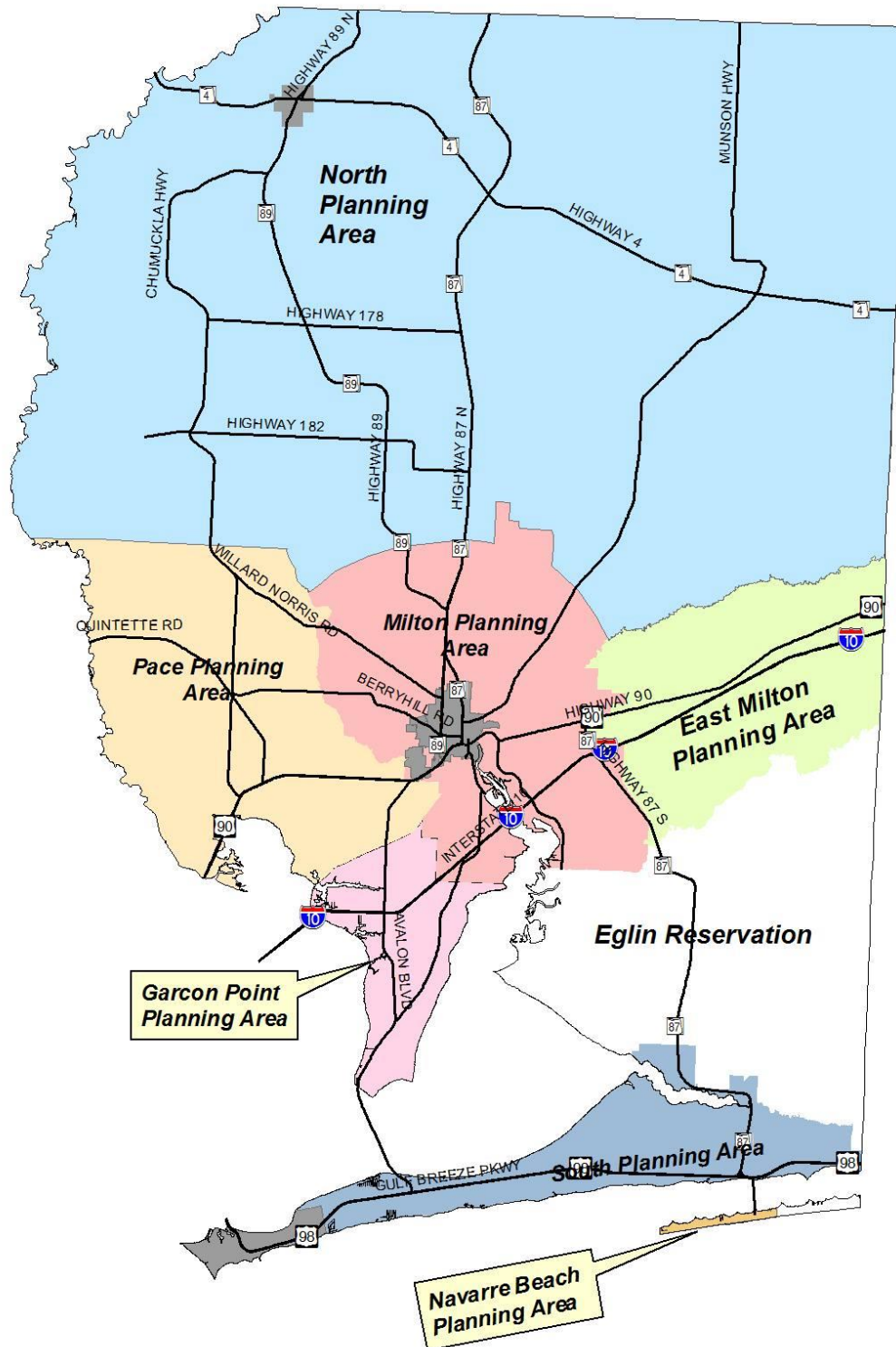
The Garcon Point Planning Area encompasses the Garcon Point Protection Area. Central water is provided by the Bagdad Garcon Point Water System and some central sewer is available in the northern portion of the Planning Area within the Pace Water Systems sewer franchise area. This area contains significant wetlands and has a significant amount of government owned and protected lands. It is accessible via the Garcon Point Bridge/Avalon Boulevard.

2.3.7 Rural North Planning Area

The Rural North Planning Area consists of all areas north of the Pace, Milton and East Milton Planning Areas to the northern County line. This area of the County is largely unserved by centralized sewer infrastructure except with the City of Jay sewer franchise area. However, several rural water system providers operate within this area including the Berrydale Water System, Chumuckla Water, the Point Baker Water System, and the Moore Creek/Mount Caramel Water System. The southern boundary of this Planning Area coincides with the northern boundary of the Pace Water Systems, Inc. Sewer Franchise Area and the northern boundary of the City of Milton Water Service Area and the East Milton Water Service Area. The City of Milton Water Service Area arc was completed to encompass the urbanizing portion of the Point Baker Water Systems Water Service Area where sewer services could potentially be provided by the City of Milton.

Add population figures, growth rate information from housing once complete.

Map 2-1 Planning Area's



2.4 Existing Land Use Analysis

The existing patterns and trends of development in Santa Rosa County have been used as a basis for determining future development potential and are evaluated in this section. The pattern and mix of existing land uses is indicative of the market forces, infrastructure constraints, and natural resource constraints which have shaped existing development and are likely to influence future growth. In addition, existing levels of development have been used to evaluate the adequacy of public facilities and services to serve this development and to identify potential constraints.

2.4.1 Existing Land Use in Unincorporated Santa Rosa County

A generalized Existing Land Use Map has been developed by the Santa Rosa County Community Planning, Zoning and Development Division as representative of the existing pattern of development in unincorporated Santa Rosa County (see **Map 2-2**). The existing land use data for unincorporated Santa Rosa County is summarized in **Tables 2-1 and 2-2**.

As indicated in **Table 2-1**, the highest percentage of land use in unincorporated Santa Rosa County is agriculture/silviculture. This land use, consisting of productive farm, grazing land and timberland takes up over 39% of the land area in the unincorporated portion of the county. The second-largest percentage of land use (23%) is conservation, recreation and open space land (primarily the Blackwater River State Forest). The next highest percent of land use is residential (7%), ranging from very low-density agricultural homestead to high-density multi-family units, with the majority in the form of low-density, single-family detached residential units. Eleven percent (11%) of the unincorporated county area is owned by the military - Eglin Air Force Base, Whiting Field and its outlying fields (NOLFs). Approximately 46,230 acres of land in unincorporated Santa Rosa County are designated vacant (7%).

Table 2-2, provides existing land use by planning area. **Figure 2-2** below depicts the existing residential commercial mix within the growth areas of the county. As can be seen the ratio of residential development to commercial development is relatively the same for the Pace and South End Peninsula areas (around 10 to 1) with close ratios for the Milton and East Milton Planning Areas (around 8 to 1).

Figure 2-2: Existing Residential and Commercial Land Uses for Select Growth Planning Areas (2015)

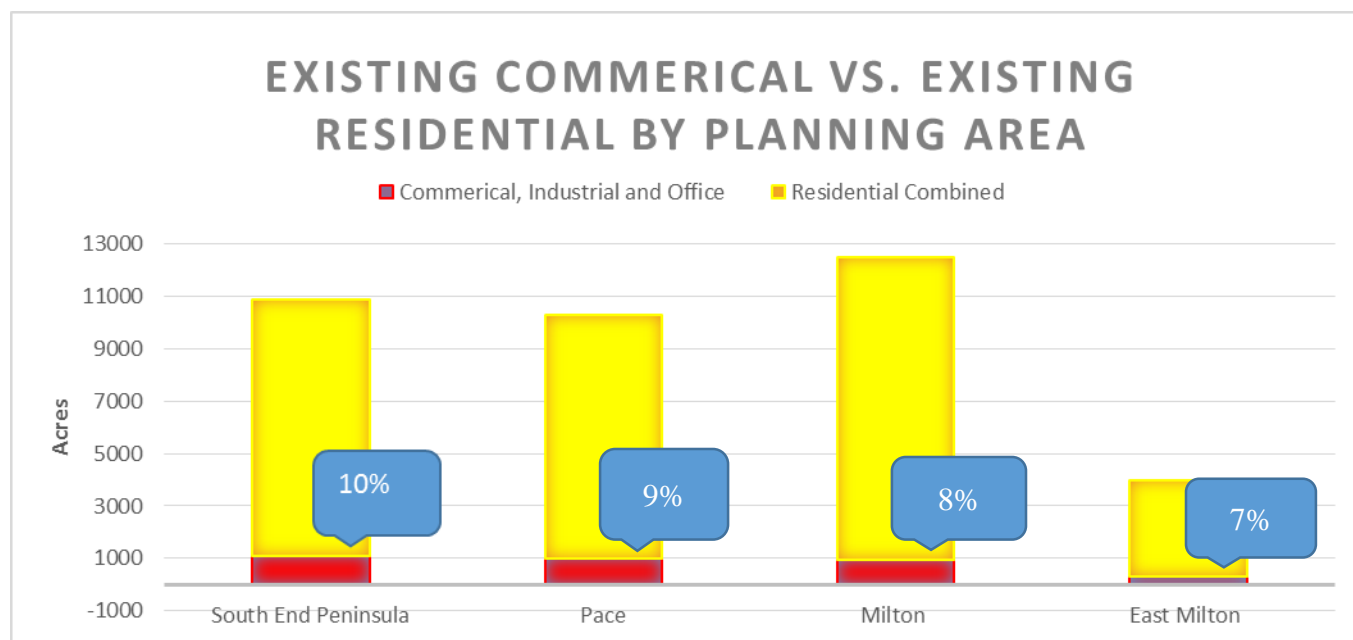


Table 2-1

Existing Land Use Change 2008-2013 in Unincorporated Santa Rosa County

| Land Use Category | 2008 Acreage | 2008 Percentage | 2013 Acreage | 2013 Percentage | % Change 2008-2013 |
|---|---------------------|------------------------|---------------------|------------------------|---------------------------|
| Agriculture | 77,872.74 | 12% | 63,957.30 | 10% | -18% |
| Silviculture | 180,820.92 | 28% | 191,401.68 | 29% | +6% |
| Agriculture Homestead | 14,506.34 | 2% | 16,329.56 | 3% | +13% |
| Conservation, Recreation and Open Space | 135,771.05 | 21% | 148,347.01 | 23% | +9% |
| Military | 72,864.05 | 11% | 73,024.99 | 11% | +0.22% |
| Institutional | 3,028.10 | 0.47% | 2,704.43 | 0.42% | -11% |
| Publicly-Owned Land | 46,768.90 | 7% | 40,727.74 | 6% | -13% |
| Vacant | 50,625.15 | 8% | 46,230.63 | 7% | -9% |
| Residential | 44,245.53 | 7% | 44,092.02 | 7% | -0.35% |
| Single Family Residential | 43,759.16 | 7% | 43,570.45 | 7% | -0.43% |
| Condo / Townhouse | 59.67 | 0.01% | 68.73 | 0.01% | +15% |
| Multi-Family | 426.7 | 0.07% | 452.84 | 0.07% | +6% |
| Mixed Residential/Commercial | 509.92 | 0.08% | 379.50 | 0.06% | -26% |
| Office | 325.89 | 0.05% | 375.40 | 0.06% | +15% |
| Commercial | 2,543.73 | 0.39% | 2,822.92 | 0.43% | +11% |
| Recreational Commercial (New) | | | 1,394.21 | 0.21% | |
| Industrial | 2,965.30 | 0.46% | 2,004.07 | 0.31% | -32% |
| Utilities | 612.66 | 0.09% | 1,041.24 | 0.16% | +70% |
| Right-of-Way | 14,140.13 | 2.18% | 14,777.79 | 2% | +5% |
| Water | 928.88 | 0.14% | 1,109.31 | 0.17% | +19% |
| Miscellaneous (no property appraiser code, wasteland, etc.) | 150.09 | 0.02% | 95.40 | 0.01% | -36% |
| Total | 648,679.16* | 100 % | 649,420.99 | 100% | |

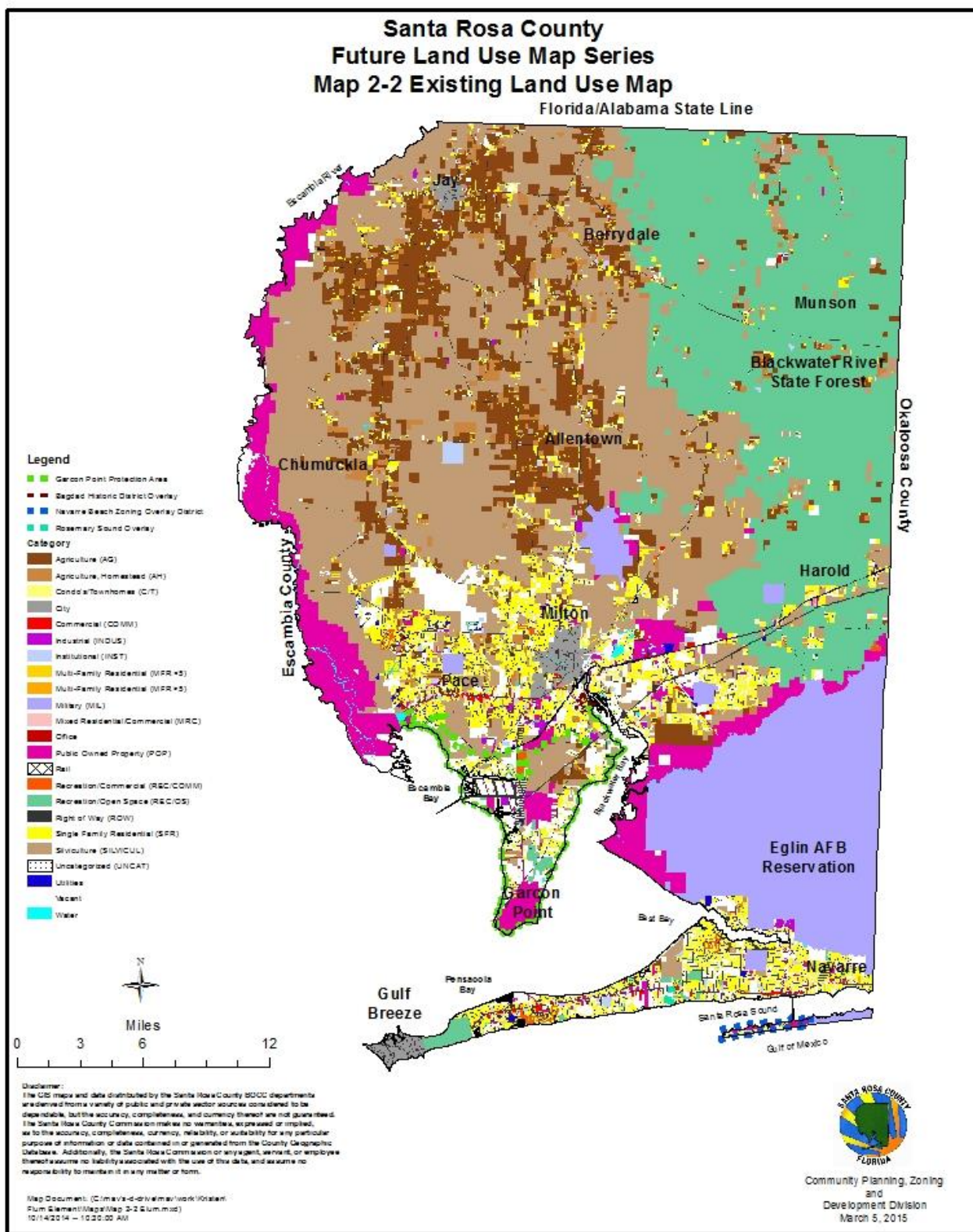
* **Note:** The total acreage for Santa Rosa County listed here was calculated based on the County GIS database for Property Appraiser Department of Revenue (DOR) land use code boundaries. This figure does not precisely match acreage figures used in the 2000 Census Information and in other databases from various agencies utilized for information in other elements of this Comprehensive Plan Foundation Document. Change in total County acres 2008 – 2013 is due to shoreline adjustments.

Source: Santa Rosa County Community Planning, Zoning and Development Division GIS 2008 and 2013

Table 2-2 Existing Land Use Map Acreage by Planning Area

| Land Use Category | South End | | Garcon Point | Pace Area | Milton Area | East Milton | Rural North |
|--------------------------------|------------------|----------------------|---------------------|------------------|--------------------|--------------------|--------------------|
| | Peninsula | Navarre Beach | | | | | |
| Agriculture | 99 | | 400 | 2,517 | 4,326 | 505 | 56,111 |
| Agriculture Homestead | 97 | | 169 | 1,086 | 1,39597 | 346 | 13,325 |
| Condo's/Townhomes < 5 | 95 | | 4 | 36 | 59 | | 4 |
| Multifamily Residential > 5 | 101 | 48 | 2 | 86 | 67 | | |
| Commercial | 580 | 6 | 26 | 400 | 196 | 97 | 123 |
| Industrial | 406 | | 152 | 428 | 679 | 172 | 167 |
| Institutional | 624 | | 41 | 478 | 463 | 18 | 1,081 |
| Military | 664 | | | 828 | 3,520 | 1,338 | 5 |
| Mixed Residential / Commercial | 63 | | 0.32 | 124 | 126 | 40 | 25 |
| Office | 106 | 0.47 | 1 | 149 | 71 | 25 | 23 |
| Publicly Owned | 662 | 329 | 4,180 | 11,757 | 5,381 | 3,760 | 10,123 |
| Recreation / Commercial | 482 | | 309 | 194 | 177 | 155 | 77 |
| Recreation/Open Space | 815 | 57 | 782 | 209 | 373 | 21,231 | 123,621 |
| Right of Way | 3,252 | 100 | 1,357 | 2,227 | 3,056 | 1,057 | 3,131 |
| Single Family Residential | 9,596 | 88 | 1,600 | 9,209 | 11,419 | 3,702 | 7,957 |
| Silviculture | 1,046.9 | | 2,772 | 20,206 | 16,726 | 6,826 | 143,826 |
| Utilities | 346 | | 32 | 250 | 287 | 94 | 32 |
| Vacant | 8,732 | 158 | 5,913 | 11,121 | 12,305 | 3,251 | 4,646 |
| Uncategorized | 38 | | .28 | 5 | 39 | 0.21 | 13 |
| | | | | | | | |

Source: Santa Rosa County Community Planning, Zoning and Development Division GIS, 2014



Vacant lands have been analyzed by planning area to determine the general suitability of these lands for development. In order to determine suitability of vacant lands the following constraints were selected and the table below provides an analysis of these constraints by planning area. **Map 2-2** shows the general location of these constraints and the planning area boundaries. **Table 2-3** indicates that approximately 20% of the vacant lands are constrained with one or more of the constraints listed below. Analysis is also provided in this table of the same constraints by Planning Area. Two of the main growth areas in the County, the South End Peninsula and the Pace area have 38% and 54% constrained lands respectively. Other growth areas include the Milton Planning area with 59% constrained and the East Milton area with 64% constrained.

Selected Constraints:

Military Airport Zone / Private Airport Zone (limits allowable densities and intensities)

Prime Farmland (categorized by soils type)

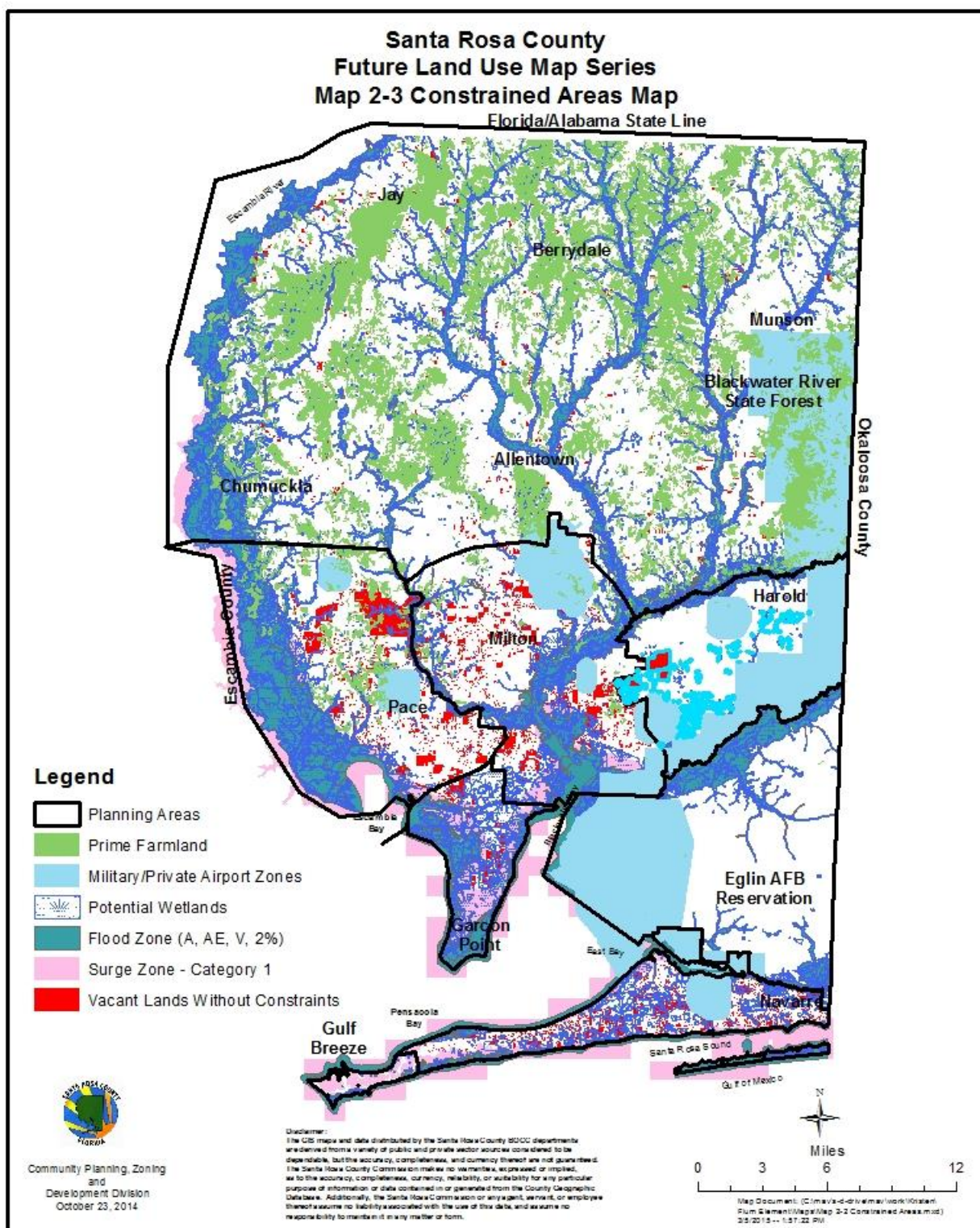
Surge Zone for Category 1 Hurricane (Coastal High Hazard Line)

National Wetlands Inventory

Flood Plain Zones A, AE, V and 2% slope

Table 2-3

| Suitability Analysis of Vacant Lands | | | |
|--------------------------------------|--------------|-----------------------|---------------------|
| Planning Area | Vacant Acres | Vacant No Constraints | Percent Constrained |
| East Milton | 4,446 | 2,862 | 64% |
| Garcon Point | 5,928 | 775 | 13% |
| Milton | 17,317 | 10,236 | 59% |
| Navarre Beach | 158 | 2 | 1% |
| North End | 4,703 | 2,459 | 52% |
| Pace | 12,474 | 6,772 | 54% |
| South End | 8,702 | 3,348 | 38% |
| Total: | 53,728 | 10,120 | 19% |
| Source: Santa Rosa County GIS, 2014 | | | |



2.5 Historic Resources

Santa Rosa County has an abundance of historical and archaeological resources throughout the entire county. The Florida Master Site File (FMSF) provides an inventory of historic resources located in Santa Rosa County. This inventory, part of a statewide inventory of historic and archaeological resources, is maintained by the Florida Department of State, Division of Historic Resources. As of July 2014 the FMSF contained 1,365 listings of historic resources in Santa Rosa County (municipalities and unincorporated) – 676 archaeological sites, 878 standing historic structures and 11 historic cemeteries. The County Community Planning, Zoning and Development Division maintains a map of these resources so that their location can be verified during the development review process. However, these mapped sites will not be made public since vandalism is a problem, especially with archaeological sites.

The following historic resources listed on the National Register of Historic Places, July 2014 (Florida Master Site File) are found in unincorporated Santa Rosa County:

Bagdad Village Historic District: Listed on the National Register in 1987, this district contains 222 buildings, 144 of historical interest from the period 1840-1930. The structures are Frame Vernacular, many with both Creole and Gulf Coast elements. This is the site of one of West Florida's largest lumber mills. Like other mill towns, Bagdad declined when the mill closed. The town has a number of 2-story commercial buildings built from plans purchased from Stearns and Culver of Chicago.

Arcadia Mill Site: Listed on the National Register in 1987, this site is located one mile southwest of Milton. One of the earliest industrial complexes in territorial Florida (1817-1855), the site is composed of a saw mill, a cotton textile mill, a mule-powered railroad, a rock quarry, a bucket factory, and workers' living quarters. The site is expected to yield important information about industrial technology and society in the Antebellum South.

Florida State Road No. 1: Listed on the National Register in 1991, this 6-mile brick highway was completed in 1921 and is located east of Milton, parallel to US 90. The road is not presently in use, but was the first section of a paved highway that was to run from Jacksonville to the Pacific coast. It is commonly referred to as the Old Spanish Trail and has recently been rehabilitated into a walking/biking facility for County residents.

Thomas Creek Archaeological District: Listed on the National Register in 1985, this site is located east of Chumuckla and is dated from 8000B.C. to early 19th century, Archaic to Historic period. Several sites in the area show evidence of human occupation for approximately 10,000 years.

2.5.1 Bagdad Historic District Land Use

Bagdad is a unique historical area within Santa Rosa County that was once a working waterfront, and as such merits preservation and protection. The Bagdad Historic District is characterized by its large number of historic sites and structures and is listed on the National Register of Historic Places. While this area has been recognized with unique zoning districts since Santa Rosa County first adopted its zoning ordinance, these districts were assigned additional character related design standards after the completion of the 2008 Bagdad Historic and Conservation Districts Design Standards. The Future Land Use Map identifies this area with the Bagdad Historic District Category. This is further refined within the Land Development Code where two types of overlay districts have been created to protect Bagdad's historic resources: a "Historic District" (HD) overlay and a "Conservation District" (CD) overlay. These "Overlay" districts regulate design issues only, while the underlying "base" zoning continues to regulate land uses and densities. The Historic and Conservation districts are similar in that they both focus on preserving and enhancing Bagdad's historic integrity. However, the conservation districts are targeted to areas that are less significant architecturally and historically than historic districts. As such, standards are applied less stringently in

conservation districts than in historic districts. Within the Historic District Overlay, certain design standards and review requirements exist. Development of vacant land must be consistent with these code requirements.

The predominant land use in the Bagdad Historic District is single-family residential (53%). A minimal amount of commercial, industrial and office land uses are present, less than 2%. The Bagdad Historic District contains 31 acres of vacant land, or approximately 15% of its total acreage. The predominate zoning district within the Bagdad Historic District is HR-1, a single family residential zoning district (93%).

2.6 Environmentally Sensitive or Special Planning Areas Related to the Future Land Use Map or Analysis

2.6.1 Garcon Point Protection Area

The Garcon Point Protection Area was delineated based on wetland soils data that characterize the area as one of environmentally sensitive lands (reference Map XXX ESA Map in Cons Element). This area is predominantly undeveloped and is lacking in central sewer infrastructure, though it is located within the Pace Water Systems sewer franchise area. The existing land use data for the Garcon Point Protection Area, which is completely encompassed in the Garcon Point Planning Area, is summarized in **Table 2-4** below. As indicated in Table 2-6 the highest percentage of land use in the Garcon Point Protection Area is vacant land (31%), with silviculture taking up the second largest percentage (20%). Publicly owned-land is the third largest percentage land use (15%), with residential use taking up 9% primarily in the form of low-density single-family development. Current Comprehensive Plan policy limits development within the Garcon Point Protection Area to two dwelling units per acre in the Garcon Point Rural Residential Future Land Use Map Category (40% of the GPPA) and requires the installation of centralized sewer to accompany any petition to achieve densities greater than two dwelling units per acre. **Table 2-5** provides the percentage of acres in each Future Land Use Map category within the Garcon Point Protection Area.

Table 2-4

| Existing Land Use in the Garcon Point Protection Area | | |
|---|---------------|-------------------|
| <i>Existing Land Use Classification</i> | <i>Acres</i> | <i>Percentage</i> |
| Agriculture | 720 | 3% |
| Agriculture Homestead | 336 | 1% |
| Silviculture | 4,902 | 20% |
| Conservation, Recreation and Open Space | 820 | 3% |
| Institutional | 56 | 0% |
| Publicly-Owned Land | 3,838 | 15% |
| Vacant | 7,644 | 31% |
| Residential Total: | 2,210 | 9% |
| Single-Family (Low- to Medium-Density) | 2,202 | 9% |
| Condominium/Townhouse (Medium- to High-Density) | 6 | 0.02% |
| Multi-Family (Medium- to High-Density) | 2 | 0.01% |
| Mixed Residential/Commercial | 3 | 0.01% |
| Office | 1 | 0.00% |
| Commercial | 50 | 0.20% |
| Commercial Recreation | 78 | 0.31% |
| Industrial | 241 | 1% |
| Utilities | 35 | 0% |
| Right-of-Way | 1,676 | 7% |
| Water | 45 | 0.18% |
| Total | 24,865 | 100% |

Source: Santa Rosa County Community Planning, Zoning and Development Division GIS, 2014

Table 2-5

| Current Future Land Use Categories in the Garcon Point Protection Area | | |
|--|--------------|-------------------|
| <i>Future Land Use Map Category</i> | <i>Acres</i> | <i>Percentage</i> |
| Agriculture | 1,060 | 7% |
| Commercial | 201 | 1% |
| Conservation/Recreation | 3,860 | 24% |
| Garcon Point Rural Residential | 6,632 | 41% |
| Garcon Point Single Family Residential | 3,290 | 20% |
| Industrial | 90 | 1% |
| Mixed Residential Commercial | 448 | 3% |
| Residential | 349 | 2% |
| Single Family Residential | 281 | 2% |
| Total: | 16,211 | 100% |

Source: Santa Rosa County Community Planning, Zoning and Development Division GIS, 2014

2.6.2 Navarre Beach Master Plan

The Navarre Beach Master Plan has been implemented within the County's Comprehensive Plan and Land Development Code. This implementation required the creation of specialized Navarre Beach Future Land Use Map categories and implementing zoning districts. The Navarre Beach Master Plan, originally created in 1995 and updated in 2001, contains the background information for the creation of the Navarre Beach Planning and Zoning Overlay Zone. This Overlay effectively creates a special zone placed over all of Navarre Beach where specialized zoning districts and Future Land Use map categories are applicable. The original plan took hurricane preparedness, available infrastructure, and the physical, environmental, and political (existing leases) characteristics of Navarre Beach into consideration. Development on Navarre Beach is limited by existing lease agreements (both parcels specific and Santa Rosa Island specific) since this land is owned by Escambia County and leased to Santa Rosa County. Table 2-2 provides the existing land uses within the Navarre Beach Master Plan Area which is the same land area as the Navarre Beach Planning Area.

2.6.3 Rural Development Plan – Rural Communities Overlays

The 2003 update of the Santa Rosa County Comprehensive Plan called for the development of a Rural Development Plan designed to protect the rural character, agricultural viability, and natural resources of Northern Santa Rosa County. This Plan was completed in 2005 and it contained a number of recommendations. The following summarizes these recommendations and provides information on the status of implementation

Key Land Use Recommendation 1: Creation of a Rural Protection Zone (RPZ) within which the creation of new communities will be allowed, but urban sprawl will be avoided and development performance standards will be revised to better reflect the rural character of the area; and Key Recommendation 2: Creation of a Transition Zone adjacent to the RPZ within which rezonings will be allowed to facilitate a smooth transition from the urbanized areas to the rural areas. The Rural Development Plan recommended the adoption of a Rural Protection Zone to help give definite boundaries to the truly rural areas of the County as well as to help in implementation of the Rural Development Plan recommendations. It was recommended that this RPZ should be an “overlay” on the County's Official Zoning Map and was drawn using the boundary line for Impact Fee Area 1 (Rural). The Plan also recommended that the area within one mile to the south of the RPZ should be considered a “transition zone”, where rezonings will be allowed to facilitate a smooth transition from the urbanized areas to the rural areas.

These recommendations have been implemented on in part on the 2040 Future Land Use Map. The RPZ line as shown in the adopted Rural Development Plan was not implemented due to potential issues with implementation/enforcement of any associated policy. Plan policy was, however, crafted to indicate that amendments within the Rural Planning Area be carefully reviewed per the intent of the Rural Development Plan, specifically to limit urban sprawl and protect the rural character of the area. It should also be noted that other Comprehensive Plan provisions included but not limited to those found in the Future Land Use Element, the Conservation Element, and the Infrastructure Element are also considered when determining whether or not a proposed amendment to the Future Land Use Map is consistent with the Goals, Objectives and Policies of the Comprehensive Plan.

Key Land Use Recommendation 3: Creation of three new zoning districts for the RPZ (Rural Activity Centers, Crossroad Communities, and Agriculture Estate).

This recommendation has been partially implemented with the creation of the Rural Community Overlay Districts as shown on the adopted Future Land Use Map. Policy was also drafted and included within the

Future Land Use Element that allows limited commercial land uses within the Agriculture and Agriculture Estate Residential Future Land Use Map Categories. Ancillary commercial development could be accomplished within these overlays through a rezoning process utilizing existing zoning districts, the conditional use and special exception processes.

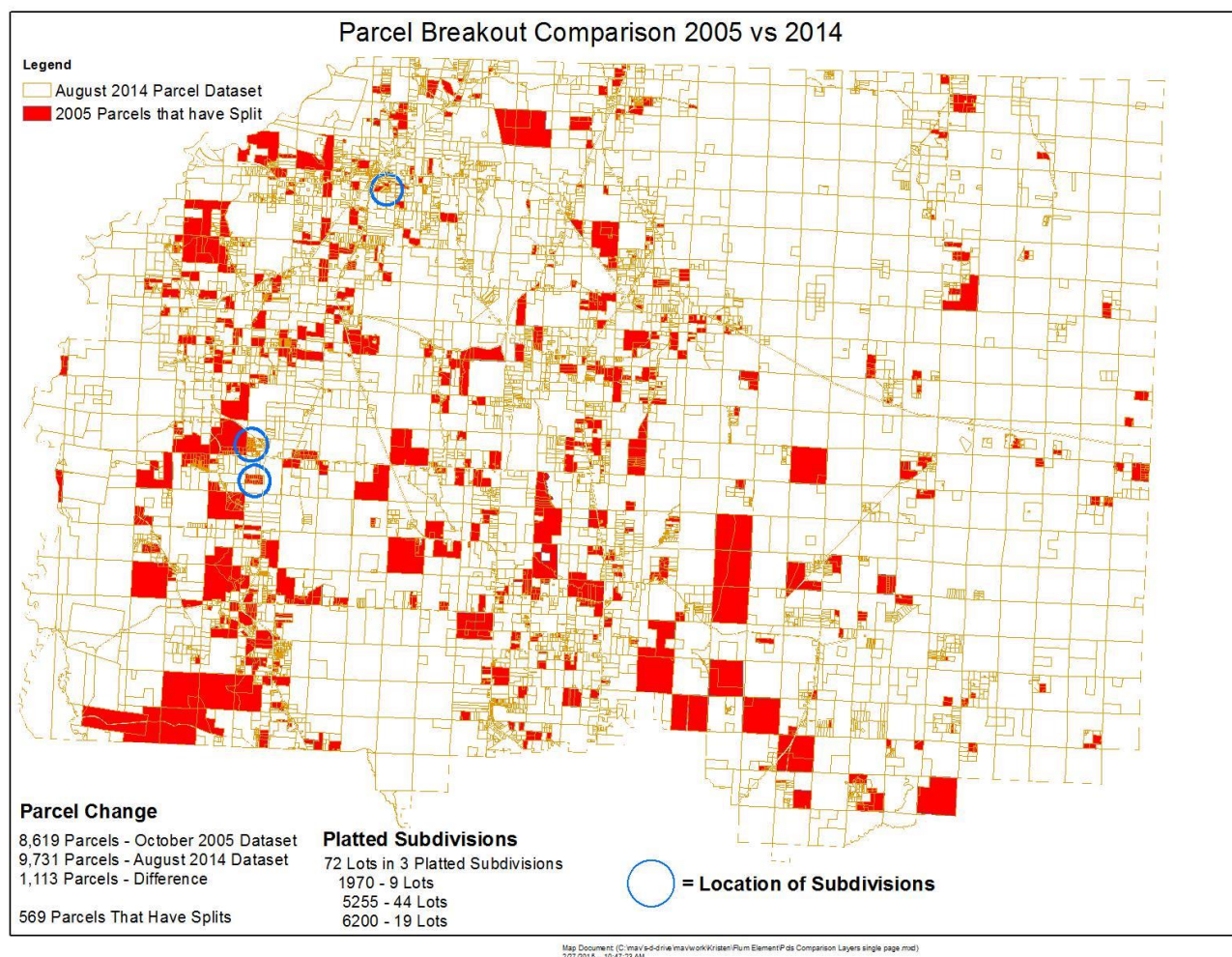
The RDP also contained the following recommendations: Creation of a transfer of development rights (TDR) program; establishment of buffer requirements between new residential subdivisions & agricultural uses; adoption of a Right-to-Farm Ordinance; establishment of riparian buffer requirements; and use of agricultural and conservation easements to protect agricultural viability and rural character.

2.6.4 2015 Changes to Agriculture Categories

Prior to 2015, the Land Development Code contained the AG and AG-2 Zoning Districts which in combination allowed 167,400 units. This was a direct inconsistency with the development rights allowed for in the Comprehensive Plan. The development rights in the AG FLUM Category per the Comprehensive Plan allowed for much less residential development at 39,833 units (90% at 1 du/50 and 10% at 1du/acre). This implementation inconsistency represented a serious challenge for the County that required rectification.

The 2014 development pattern was 4,085 units in both AG and AG-2 Zoning for an actual as-built density of 1 du per 60 acres in the AG FLUM category which met the 90/10 ratio requirement. Historical study of two parcel maps, the 2005 parcel map and the 2014 parcel map, indicates that approximately 1,113 new parcels were created between 2005 and 2014 in the rural north planning area (**Figure 2-3**). These parcels were predominantly created outside of the subdivision platting process with only 72 lots being created during this time period as recorded platted subdivisions. These subdivisions were permitted and consistent with the regulations found within the adopted Land Development Code.

Figure 2-3 – Historical Parcel Map Study for Rural North Planning Area



The solution, outlined within the 2015 Comprehensive Plan, was to create two FLUM categories similar to Ag and Ag-2 Zoning Districts. This change creates consistency between the policies of the Comprehensive Plan and the adopted Land Development Code. This change resulted in the following statistics:

- 166,942 acres of AG Zoning for a yield of 166,942 units less 4,070 existing units = 162,872 units
- 77,152 acres of AG 2 Zoning for a yield of 5,143 units less 604 existing units = 4,539 units
- Total Units = 162,872 + 4,539 = 167,411

However, this increase in Comprehensive Plan allowable development rights to create consistency with the Zoning Map should be considered in light of the implementation of the Rural Development Line and Rural Development Plan related policies within the 2015 Plan

2.6.5 Military Installation and Airport Compatibility

Military Installation Compatibility

The compatibility of uses on lands adjacent to or in close proximity to military installations and the County operated Peter Prince Field airport has been considered within the County Comprehensive Plan and Land Development Code. In 2003, the County adopted a study entitled “A Phased Plan to Limit Encroachment at NAS Whiting Field, Florida, NOLF Pace, Florida, and NOLF Harold, Florida Through the Use of Real Estate Purchases, Agricultural Conservation Easements, and Zoning Mechanisms”. NAS Whiting Field, located north of Milton in unincorporated Santa Rosa County, and its 14 Naval Outlying Landing Fields (NOLFs) provide a majority of the primary and intermediate fixed wing training for the US Navy, US Marine Corps, and US Coast Guard. This study suggested four categories of processes to protect the three Santa Rosa installations from future encroachment. These were: 1) Direct land purchase by the County; 2) Land purchase using Florida Forever or other public land trust for purchase; 3) Using agricultural or conservation easement; and 4) The use of zoning to control development densities and intensities.

This study was followed up on in 2004 with the adoption of the Joint Land Use Study (JLUS). The JLUS identified compatible land uses and growth management guidelines that resulted in amendments to the County Comprehensive Plan and Land Development Code.

Both the 2003 and 2004 studies are included in this supporting documentation by reference. These studies form the basis for Map 1-2 included within the Goals, Objectives and Policies of the Future Land Use Element and the associated Goals, Objectives and Policies.

2.6.6 Pace Area Plan

In 2007, the Pace Area Plan was completed. This Plan contains recommendations related to three main focus areas: land use; transportation; and recreation and public facilities. This Plan is hereby incorporated into the Comprehensive Plan Supporting Documentation by reference along with the associated Pace Area Plan Implementation Report for Goal 1 Task 2 (2007). It is anticipated that the citizen involvement outcomes, major goals, and objectives of that Plan will form the basis for future amendment to the County's Comprehensive Plan.

2.6.7 Navarre Town Center Plan

The Navarre Town Center Plan was initiated in March of 2004 and the final plan, including recommendations, was presented to the Santa Rosa County Board of Commissioners for approval on October 28, 2004. The Navarre Town Center Plan contained a number of recommendations, some of which have been implemented and some of which have not. The Plan's major recommendations included the following:

- Create two distinct overlay districts in the Navarre Area
 - Town Center District
 - Heart of Navarre District
- In these districts:
 - Land uses and development standards are more restricted
 - More stringent sign regulations
 - Incentives and increased requirements for landscaping
- Infrastructure improvements in targeted areas
 - Local transportation system improvements such as sidewalks, road paving etc..
 - Sewer and water system retrofitting, extension and improvements
 - Stormwater retention retrofitting

- Undergrounding utilities
- Street lighting
- Encourage Neighborhood Commercial and Multi-Family development in targeted sections of the Navarre Area
 - Target areas for parks, trails and public spaces
 - Plazas
 - Civic Buildings
 - Amphitheatre
- Create view shed protection requirements to protect the public view of the Sound and East Bay River
- Create Land Preservation Options to ensure land is set aside for open space or passive parks if density is increased in the Navarre Area
- Building Height
 - Designate small areas of increased height to ensure that tall buildings are not strung out on US98 along the entire peninsula

2.6.8 South End Tomorrow Plan

The South Santa Rosa Vision Plan was adopted in November of 2003. This Plan included numerous recommendations mainly centered on land use and transportation. To date, the Comprehensive Plan has not been amended to include any of the South End Tomorrow Vision Plan's recommendations and the Plan has become outdated. Many of the transportation related recommendations have been superseded by more recent projects such as the South Santa Rosa Bicycle and Pedestrian Master Plan and the Navarre Community Access Road project as well as other plans and projects listed within the MPO's Long Range Transportation Plan. A more detailed discussion of these plans and projects can be found within the Transportation Element supporting documentation.

Transportation recommendations included short term and long term projects. Long term projects were those identified in the MPO's Long Range Transportation Plan and Short term projects included centered on the MPO's US 98 Corridor Management Plan, making connections and development of a grid system. Additional short-term projects included improvements to existing county roadways in the eastern portion of the study area. In an effort to create a grid system of roadways that would offer reasonable alternatives to traveling on US98 the following improvements were recommended:

- Upgrade Edgewood Drive to a collector street from US98 to East Bay Boulevard (CR 399)
- Extend Manatee Road to connect to Edgewood Drive to State Road 87 and upgrade to a collector street
- Upgrade Avenida Del Sol to a collector street from US98 to County Road 399 and straighten turns on the southern end.
- Improve Pine Tree Drive from US98 to the East Bay Boulevard (CR 399) extension and upgrade to a collector street.

The South Santa Rosa Vision Plan contains a recommended Future Land Use Map that was developed in an attempt to combine components of various alternatives into one preferred alternative. Key components of this recommended map are the inclusion of land that would be developed at a lower density than currently allowed and clustered village center commercial nodes rather than strip commercial development. The recommended land use map includes four general land uses: village center, residential, commercial, and conservation development. These land use recommendations have not been implemented, however, the Navarre Town Center Plan supersedes somewhat with the creation of a village or town center area.

2.7 Permanent and Seasonal Population

Population trends and projections for Santa Rosa County are presented in **Table 2-6**. As indicated in the table, between 1980 and 2000, unincorporated Santa Rosa County grew at a rate of 53 to 59 percent per decade. From 2000 to 2010 the growth was around 30%, decreased from the previous two decades. Projections for 2020, 2030 and 2040 indicate a trend towards a slightly decreased growth rate between 20 and 10 percent per decade. The County has made no population projections for individual census tracts.

Table 2-6

| Population Trends and Projections | | | | | | | |
|---|-------------------|--------|---------|------------------------|---------|---------|---------|
| | Population Trends | | | Population Projections | | | |
| | 1980 | 1990 | 2000 | 2010 | 2020 | 2030 | 2040 |
| Unincorporated County | 42,671 | 68,196 | 104,454 | 136,250 | 162,992 | 190,363 | 210,934 |
| % Increase per 10 years | | 59.00% | 53.17% | 30.44% | 19.63% | 16.79% | 10.81% |
| Municipalities | 13,317 | 13,412 | 13,289 | 15,122 | 15,108 | 15,637 | 16,166 |
| % Increase/Decrease | | 0.70% | -0.92% | 13.79% | -0.09% | 3.50% | 3.38% |
| Total Population | 55,988 | 81,608 | 117,743 | 151,372 | 178,100 | 206,000 | 227,100 |
| % Increase/Decrease | | 45.80% | 44.30% | 28.60% | 28.60% | 28.60% | 28.60% |
| Source: University of Florida, Bureau of Economic and Business Research, 2014, using “medium” projections. Municipal projections completed by Santa Rosa County Planning Department using linear regression methodology. | | | | | | | |

2.7.1 Seasonal Population

Santa Rosa County has a limited tourist base comparatively speaking, however, the Navarre Beach area does experience some seasonal fluctuation. However, impacts to facilities and services are limited by the lease controlled development on the beach (see Navarre Beach Master Plan Section 2.7.2). Estimates of seasonal population were calculated by estimating the total number of tourist-related facilities within the unincorporated portion of the county and multiplying the total by the estimated occupancy rate of these facilities throughout the year 2020. The methodologies used to develop both seasonal and combined

resident and seasonal population for unincorporated Santa Rosa County are described in detail in **Table 2-7**.

Table 2-7

| Seasonal Population Projections, Santa Rosa County | | | | | | | | |
|--|----------------------|--------------------|----------------------|--------------------|----------------------|--------------------|----------------------|--------------------|
| | 1995 | | 2000 | | 2010 | | 2020 | |
| | Daily Average | Peak Season | Daily Average | Peak Season | Daily Average | Peak Season | Daily Average | Peak Season |
| Number of Hotel/Motel Units (1) | 718 | | 845 | | 1,182 | | 1,653 | |
| + Number of Seasonal Dwelling Units (2) | 639 | | 972 | | 972 | | 972 | |
| Total Units | 1,357 | | 1,817 | | 2,154 | | 2,625 | |
| X Occupancy Rate (3) | 61% | 74% | 61% | 74% | 61% | 74% | 61% | 74% |
| X Persons Per Party (4) | 2.6 | | 2.6 | | 2.6 | | 2.6 | |
| Seasonal Population | 2,152 | 2,611 | 2,882 | 3,496 | 3,416 | 4,144 | 4,163 | 5,051 |
| Sources: (1) Florida Statistical Abstract (2010 and 2020 numbers calculated using previous years growth rate); (2) 2000 U.S. Census of Population (1995 numbers extrapolated from 1990 and 2000 census figures); (3) Information based off monthly survey contracted by the Haas Center, UWF; (4) Numbers based off Pensacola Visitors Information Center survey (2001/2002). | | | | | | | | |

2.8 Availability of Facilities and Services to Accommodate Existing and Future Land Uses

2.8.1 Transportation System

The Transportation Element (Chapter 3) describes Santa Rosa County's roadway network that includes a limited-access highway, principal and minor arterials, and collector roads. Public transit services in Santa Rosa County are limited to the following: door to door transit services and an express bus route from downtown Pensacola to Pensacola Beach along US98 with several stops in the City of Gulf Breeze. Peter Prince field is the only public airport located within Santa Rosa County and is owned and operated by the County.

Transportation planning is coordinated through the Florida Alabama Transportation Planning Organization (TPO) which is staffed by the West Florida Regional Planning Council. In Santa Rosa County, this includes two urbanized areas, the Pensacola – Alabama Urbanized Area and the Fort Walton Beach – Navarre – Wright, Florida Urbanized Area. Existing and committed transportation improvements are implemented through the Transportation Improvement Program (TIP), a five-year work program that designates funding for improvement projects. The roadway improvements outlined in Chapter 3, and illustrated on **MapXX** reflect deficiency analysis and projects from the TPO's Long Range Transportation Plan (LRTP). Only short-term and long-term capital improvements in the first five years will appear in the Capital Improvements Element, the TPO's Transportation Improvement Program and FDOT's Work Program. Only those projects in the first three years of the five-year work program can be used for concurrency purposes.

2.8.2 Sanitary Sewer Facilities

The City of Milton, the City of Gulf Breeze, Pace Water System and Holley-Navarre Water System provide central services to the more urbanized areas of the County. Two governing boards regulate wastewater system boundaries and water system rates in the County: the Public Service Commission (PSC) and the

Santa Rosa County Board of County Commissioners through annual monitoring of capacity and financial solvency. However the construction and operation of these wastewater systems are regulated through the DEP. The County LOS standard is adequate to serve projected development through the planning timeframe. A more detailed discussion of sanitary sewer facilities and services is contained in [Chapter 6, Infrastructure Element](#). Also, please see section 2.9.5.1 below regarding the Annual Utilities Operational Status Report which is included herein by reference.

2.8.3 Solid Waste Facilities

A more detailed discussion of solid waste facilities and services is contained in [Chapter 6, Infrastructure Element](#).

2.8.4 Stormwater Management Facilities

A more detailed discussion of stormwater management facilities and services is contained in [Chapter 6, Infrastructure Element](#).

2.8.5 Potable Water Facilities

The source for potable water in Santa Rosa County is primarily the Sand-and-Gravel Aquifer, with the Floridan Aquifer supplying a small percentage. A more detailed discussion of potable water facilities and services is contained in [Chapter 6, Infrastructure Element](#).

2.8.5.1 Annual Utilities Operational Status Report

Each year, with the cooperation of the utilities, the Santa Rosa County Community Planning and Zoning Division completes the Utility Operational Status Report as required by Santa Rosa County Ordinance No. 2001-03. The purpose of this report is to provide the Board of County Commissioners with an opportunity to annually monitor the capacities of the utility systems operating within the County. According to the Ordinance, each utility is to survey present operations and determine its capacity to meet present needs and projected future needs for a period of not less than ten years. The main intent is to determine whether or not the utilities will be able to adequately serve the needs of future growth. It should be noted that capacity is also monitored and permitted by the Florida Department of Environmental Protection and the Northwest Florida Water Management District.

This report contains a current capacity analysis through the year 2025 as well as an analysis of the development potential allocated on the Santa Rosa County Future Land Use Map (unincorporated areas) at full build-out. Utilities partially serving incorporated areas were omitted from that analysis since incorporated areas are not subject to the County's Future Land Use Map. However, percentage connected calculations include incorporated areas. Information is also included regarding percentage of development within each respective service area that is currently being served by a particular utility. In other words, what percentage of service population is the utility currently serving and how much development potential exists in the utilities service area as allowed for on the current Future Land Use Map (unincorporated areas). The data and analysis contained in that report is hereby included by reference each year.

2.8.5.2 Water Supplies Facilities Work Plan

The Northwest Florida Water Management District (NFWFMD) has designated a portion of Santa Rosa County south of the Pensacola and East Bays and the East River as a Water Resource Caution Area (WRCA). In order to aid in the development of alternative water supplies, a Regional Water Supply Plan

(RWSP) that includes Santa Rosa County was developed initially in 2001 and was subsequently updated in 2006 and 2012.

Section 163.3164(c)3, F.S. requires that within 18 months of the approval of an updated RWSP, the County Comprehensive Plan must incorporate the alternative water supply project or projects selected by the local government from those identified within the RWSP. Importantly, the statute calls for the inclusion of alternative water supply projects, conservation and reuse necessary to meet the needs identified within the RWSP. The Comprehensive Plan is to also include a work plan that covers at least 10 years for building public, private, and regional water supply facilities, including the development of alternative water supplies. The Florida Legislature has also established a coordinated planning process between the Regional Water Supply Plan developed by the District pursuant to Chapter 373, Florida Statutes (F.S.), and the Santa Rosa County Comprehensive Plan. Under this process, the County must address in its Comprehensive Plan, the water supply sources necessary to meet and achieve existing and projected water use demand for the established planning period considering the Regional Water Supply Plan (Section 163.3167(9), F.S.). This Work Plan was adopted in 2013 and its related Comprehensive Plan amendments were also adopted during the same year. The data and analysis included within this Plan are hereby included by reference.

2.8.5.3 Well Field Protection

The Santa Rosa Board of County Commissioners has adopted an East Milton Well Field Protection Area zoning overlay district designed to protect groundwater from contamination. The protection area covers almost 51 square miles from Persimmon Hollow Road to the Okaloosa County line. Groundwater, contained in underground aquifers, is the source of drinking water in Santa Rosa County. The aquifer in this area supplies water to the East Milton Water System and the Fairpoint Regional Water System, which makes available water to all of the water systems in the south end of the county. Together these water systems provide water to approximately 50 percent of the county population.

The adopted ordinance allows most uses permitted by the underlying zoning district, subject to specific development standards designed to ensure that contaminants are not introduced into the aquifer. This is particularly important in light of the fact that six percent of the area to be protected is industrially-zoned property. It establishes a short list of prohibited uses including solid waste disposal and management facilities, hazardous waste treatment, storage, disposal, and transfer facilities, underground storage facilities, and resource extraction activities, mines, and mining activities. It also details development standards for non-residential development, such as secondary containment and separation of contaminants from stormwater. Each new non-residential development would be required to conform to those standards or receive approval for general exception or special exception. Finally, the ordinance identifies general exceptions, provides a process for special exception requests, specifies how nonconforming uses will be handled, requires that variance requests be heard by the BOCC, and provides for the protection of trade secrets.

2.8.6 Recreation and Open Space Facilities

Publicly owned conservation and recreation lands in Santa Rosa County include lands owned by the federal government, State of Florida, Santa Rosa County, and the municipalities. Santa Rosa County currently provides both activity-based recreational areas and resource-based recreational areas, which are used for activities such as boating, fishing, and hiking and are dependent upon the presence of natural resources. The County has opted not to establish a level of service standard for parks and recreational

facilities. A more detailed discussion of recreation and open space facilities and services is contained in **Chapter 12, Recreation and Open Space Element.**

2.9 Future Land Use Map

The Future Land Use Map, **Map 1-2 of the policy document and Map 2-4 below**, prescribes the location and densities of development permitted in the county. The patterns of development reflect historic development trends where appropriate, constraints based on provision of central sewer and water services, and natural resource constraints, as well as the future development potential of Santa Rosa County based on population projections. **Table 2-8** provides the acreage within each FLUM category by planning area and for the entire County. Generalized land use categories and densities and intensities of development have been established as follows (detailed descriptions of each category are found in the Comprehensive Plan Goals, Objectives and Policies):

1) Agriculture –

Agriculture Rural Residential Category: Uses within this category include detached single family residential structures and mobile homes and accessory structures, facilities, and uses customarily found on farms and used expressly for activities conducted in connection with farming operations, commercial and non-commercial agriculture, poultry and livestock raising. The maximum permitted residential density within this category is one dwelling unit per acre of land. General and neighborhood commercial land uses are also permitted within the Rural Communities Overlay Districts.

Agriculture Category: This category is intended to provide suitable areas for agriculture and silviculture activities. Uses within this category include detached single detached single family residential structures and mobile homes and accessory structures, facilities, and uses customarily found on farms and used expressly for activities conducted in connection with farming operations, commercial and non-commercial agriculture, poultry and livestock raising. The maximum permitted residential density within this category is one dwelling unit per 15 acres of land. General and neighborhood commercial land uses are also permitted within the Rural Communities Overlay Districts.

- 2) **Single Family Residential** – Allowed uses include single family homes, group homes, institutional uses, and public/private utilities. This category shall be predominantly located in areas served by infrastructure or in urbanizing areas. The maximum allowable density within the category is four (4) dwelling units per acre of land.
- 3) **Medium Density Residential Category** - Uses within this category include single-family homes, multi-family residential structures, group homes, institutional uses, and public and private utilities. This category shall be predominantly located in areas served by infrastructure or in urbanizing areas. The maximum allowable density within the category is ten (10) dwelling units per acre of land.
- 4) **Residential Category** - Uses within this category include single-family homes, multi-family residential structures, group homes, institutional uses, and public and private utilities. This category shall be predominantly located in areas served by infrastructure or in urbanizing areas. The maximum allowable density within the category is eighteen (18) dwelling units per acre of land.
- 5) **Garcon Pont Protection Area Future Land Use Map Categories: Garcon Point Rural Residential Category** - Permitted uses within this category include single family homes,

institutional uses and public and private utilities. The maximum allowable density within the category is two (2) dwelling units per acre of land; **Garcon Point Single Family Residential Category** - Permitted uses within this category include single family homes, institutional uses and public and private utilities. The maximum allowable density within the category is four (4) dwelling units per acre of land.

- 6) **Conservation / Recreation Category:** Permitted uses within this category include both active recreation sites and passive conservation areas.
- 7) **Commercial Category** - Permitted uses within this category include all uses that are commercial in nature as well as live/work uses and public and private utilities. The intensity of use within this category shall be further defined by limiting the maximum amount of impervious cover allowed to 85 percent. Also, the intensity of use shall be regulated by a floor area ratio of 1.07.
- 8) **Industrial Category** - Permitted uses within this category include all uses that are industrial in nature and public and private utilities. The intensity of use within this category shall be further defined by limiting the maximum amount of impervious cover allowed to 85 percent. Also, the intensity of use shall be regulated by a floor area ratio of 1.07.
- 9) **Marina Category** - Permitted uses within this category include marina, commercial and residential. The maximum amount of impervious cover allowed is limited to 75 percent and the floor area ratio to 1.07. The maximum allowable residential density shall be four (4) dwelling units per acre.
- 10) **Mixed Residential / Commercial Category** - The intent of this category is to promote innovative arrangements of development types, to promote natural resource enhancement and to promote open spaces around buildings. This category of land use allows an intense mixture of residential and commercial activity. Hotels and motels, medical related facilities, general commercial uses (convenience and consumer retail, professional offices, service facilities, etc.), recreational and parking uses are allowed in this category. Uses within the category shall be approximately 70% residential and 30% commercial (includes tourist-related uses) based upon the buildable areas within the category as a whole, with the exception of the Navarre Town Center Area where this residential/commercial mix ratio may deviate by +/- 10 percent if compatible with the surrounding uses and consistent with the intent of this category. The maximum allowable density within the category is thirty (30) dwelling units per one (1) acre of land, with the exception of the Navarre Town Center Area where the maximum allowable density is ten (10) dwelling units per one (1) acre of land. The maximum allowable density within the category is thirty (30) dwelling units per one (1) acre of land. The intensity of use within this category shall be further defined by limiting the maximum amount of impervious cover allowed to 85 percent and a floor area ratio of 1.07.
- 11) **Bagdad Historic District Category** - The intent of this category is to encourage traditional neighborhood design including a mixture of commercial and residential uses in keeping with the historic character of the Bagdad area and ensuring the area's preservation as a working waterfront as defined by State statute. This category shall only be located within the Bagdad Historic District. Permitted uses within this category include all uses that are neighborhood commercial, institutional, and residential in nature as well as live/work uses. Publicly owned land in Bagdad providing public access to the water will be maintained and/or improved to ensure continued public waterfront access. Small scale commercial uses related to the waterfront access uses are encouraged so long as they are compatible with existing adjacent uses, are compliant with Bagdad Historic District zoning and development design criteria. The intensity of use within this category shall be defined by limiting the maximum amount of impervious cover allowed to 85 percent and the floor area ratio

to 1.07. The maximum allowable residential density within the category is eight (8) dwelling units per one (1) acre of land.

- 12) **Navarre Beach Categories – 1) Navarre Beach Low Density Residential Category:** Permitted uses within this category include single family homes and accessory structures. The maximum allowable density within the category is four (4) dwelling units per acre of land; 2) **Navarre Beach Medium Density Residential Category:** Permitted uses within this category include single family and multi-family homes (townhomes, duplexes, triplexes, quadraplexes, condominiums) and accessory structures. The maximum allowable density within the category is ten (10) dwelling units per acre of land; 3) **Navarre Beach Medium-High Density Residential Category:** Permitted uses within this category include single family and multi-family homes (townhomes, duplexes, triplexes, quadraplexes, condominiums) and accessory structures. The maximum allowable density within the category is four units per original platted lot; 4) **Navarre Beach High Density Residential:** Permitted uses within this category include single family and multi-family residential uses (townhomes, duplexes, triplexes, quadraplexes, condominiums) and accessory structures. This category shall only be located within commercial core area of Navarre Beach. The maximum allowable density within the category is thirty (30) dwelling units per acre of land; 5) **Navarre Beach Public & Private Utilities and Facilities Category:** Uses within this category include public and private utilities and facilities. This category shall only be located in Navarre Beach. 6) **Navarre Beach Mixed Residential / Commercial Category:** The intent of this category is to promote innovative arrangements of development types, to promote natural resource enhancement and to promote open spaces around buildings. This category of land use allows an intense mixture of residential and commercial activity. Hotels and motels, general commercial uses (convenience and consumer retail, professional offices, service facilities, etc.), recreational and parking uses are also allowed in this category. Uses within the category shall be approximately 70% residential and 30% commercial (includes tourist-related uses) based upon the buildable areas within the category. This category shall only be located within the commercial core area of Navarre Beach. The maximum allowable density within the category is thirty (30) dwelling units per one (1) acre of land. 7) **Navarre Beach Commercial Category:** The intent of this category is to provide for commercial uses such as hotels and motels, general commercial uses (convenience and consumer retail, professional offices, service facilities, etc.), restaurants, commercial piers and marinas. Uses within the category shall be primarily commercial; however, residential uses within the Navarre Beach Commercial Category will be allowed when part of a predominantly commercial development (a minimum of 50% of land area devoted for commercial activities) or a multi-story structure with residential units above the first floor. The maximum allowable residential density within the commercial core area is thirty (30) dwelling units per one (1) acre of residentially-developed land; the maximum allowable residential density outside of the commercial core area is eighteen (18) dwelling units per one (1) acre of residentially-developed land. Impervious cover is limited to 80 percent. The intensity of use is limited by a maximum height limit within the commercial core of sixteen (16) habitable stories plus one (1) additional story for parking, or four (4) habitable stories with one (1) additional story for parking outside of the commercial core area.

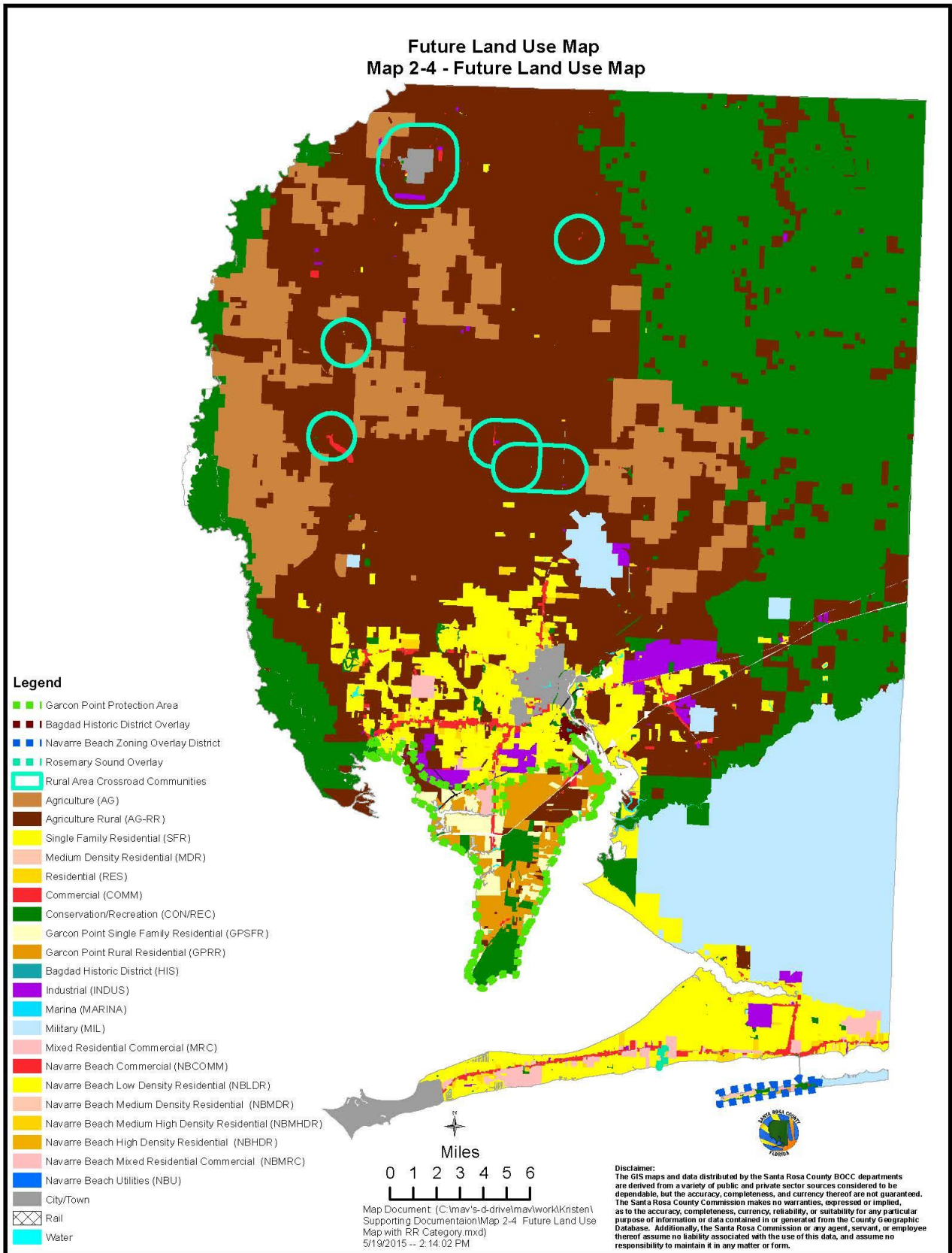


Table 2-8 Future Land Use Map Acreage by Category and Planning Area, Total County

| Land Use Category | South End | | Garcon Point | Pace Area | Milton Area | East Milton | Rural North | Total County |
|---|------------------|----------------------|---------------------|------------------|--------------------|--------------------|--------------------|---|
| | Peninsula | Navarre Beach | | | | | | Includes Areas not Located within a Planning Area |
| Agriculture | 336 | | 1,060 | 30,931 | 27,598 | 13,452 | 228,253 | 300,668 |
| Single Family Residential | 17,423 | | 281 | 10,948 | 15,829 | 1,406 | 213 | 48,804 |
| Medium Density Residential | 120 | | | 44 | 3 | | | 167 |
| Residential | 992 | | 349 | 1,034 | 797 | | 51 | 2,875 |
| Commercial | 1,641 | | 201 | 1659 | 1,079 | 155 | 436 | 4,976 |
| Conservation/Recreation | 263 | 262 | 3,860 | 15,605 | 3,721 | 24,114 | 131,528 | 177,762 |
| Garcon Point Single Family Residential | | | 3,290 | 3,942 | 713 | | | 4,682 |
| Garcon Point Rural Residential | | | 6,632 | 6,630 | 1,476 | | | 8,153 |
| Bagdad Historic | | | | | 157 | | | 157 |
| Industrial | 1,011 | | 90 | 1,851 | 3,182 | 1,184 | 553 | 7,778 |
| Military | 194 | | | 208 | 3,355 | 1,269 | 169 | 71,155 |
| Mixed Residential Commercial | 2,684 | | 448 | 1,185 | 10 | | | 3,881 |
| Marina | | | | | 41 | | | 78 |
| Navarre Beach Commercial | | 31 | | | | | | 32 |
| Navarre Beach Low Density Residential | | 99 | | | | | | 99 |
| Navarre Beach Medium Density Residential | | 145 | | | | | | 150 |
| Navarre Beach Medium High Density Residential | | 11 | | | | | | 11 |
| Navarre Beach High Density Residential | | 39 | | | | | | 40 |
| Navarre Beach Mixed Residential Commercial | | 47 | | | | | | 48 |
| Navarre Beach Utilities | | 19 | | | | | | 19 |

Source: Santa Rosa County Community Planning, Zoning and Development Division GIS, 2014

2.10 Land Needed to Accommodate the Projected Population

In developing the Future Land Use Map, one key consideration is to ensure that adequate land is available to accommodate the projected growth and development in Santa Rosa County through the year 2040. The following sections describe the amount of land that will be needed to accommodate the projected population for the land use categories shown on the Future Land Use Map. These calculations are based on acreage figures for existing and future land use categories produced from the Santa Rosa County Community Planning, Zoning and Development Division's GIS map.

2.10.1 Residential

The unincorporated areas of the County are expected to grow by 66,817 people (based on 2014 estimate) to a projected 2040 population of 210,934. The average household size according to the 2010 Census is 2.59, indicating that an additional 25,798 residential units will be required to accommodate the unincorporated area projected 2040 population. It is anticipated that this number represents the lower end of what can be expected since the incorporated areas are not included. It is anticipated that little growth will be accommodated in the predominately built out city of Gulf Breeze. Similarly, demand will limit growth accommodation within the City of Jay. Some growth accommodation is anticipated within in the City of Milton, however limited. The total County population is projected to be 227,100 in the year 2040, indicating the need for a total of 87,683 residential units and an additional 25,990 units by 2040, mostly within the unincorporated areas of the County.

Table 2-9 below provides an analysis of the current available residential development potential as allocated on the County's Future Land Use Map. Mixed land use categories, defined in the policies for the Future Land Use Element, establish the approximate portion of each category that will be devoted to residential development (these are allowable at 70% residential development). Even exclusive residential categories allow a small portion of the land in the category to be used for residential support facilities such as churches, schools, and specified public facilities. Each land use category has been adjusted by 25% to account for the non-residential development, infrastructure and environmental constraints in determining the actual acres available to meet the residential unit demand for 2040. Assuming near full build out of the categories allowing residential development on the current map, an additional 90,149 residential units could potentially be built, excluding lands currently designated as Agriculture or Agriculture Rural Residential, which are not expected to accommodate much future growth due to lack of available infrastructure and limited demand. This residential development potential of 90,149 units is significantly higher than the projected 2040 residential unit need of 25,990 units, however suitability analysis of the vacant lands within the County indicate approximately 50% is suitable for development. The following graphic (**Figure 2-4**) indicates that the South End Planning Area (peninsula) contains the most vacant land designated for residential development with the Pace area very close.

Table 2-9

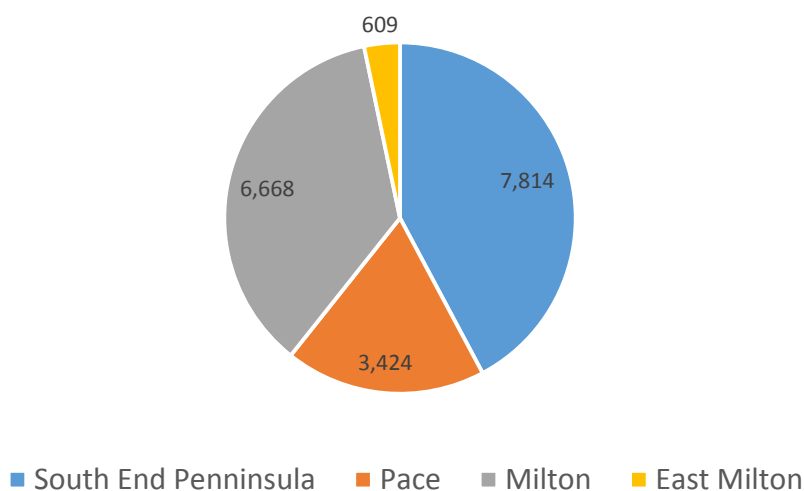
Residential Unit Development Potential on the Current FLUM (2014)

| FLUM Category | Acres | Vacant Acres | Allowable Density | Allowable Units | Less 25% or More (Mixed Use) | Allowable Units |
|--|---------------|---------------|-------------------|-----------------|------------------------------|-----------------|
| Single Family Residential | 48,804 | 15,482 | 4 du/acre | 61,928 | 15,482 | 46,446 |
| Medium Density Residential | 167 | 111 | 10 du/acre | 1,110 | 278 | 833 |
| Residential | 2,875 | 869 | 18 du/acre | 15,642 | 3,911 | 11,732 |
| Garcon Point Single Family Residential | 4,682 | 687 | 2 du/acre | 1,374 | 344 | 1,031 |
| Garcon Point Rural Residential | 8,153 | 387 | 2 du/acre | 774 | 193.5 | 581 |
| Bagdad Historic | 157 | 31 | 8 du/acre | 248 | 62 | 186 |
| Mixed Residential Commercial | 3,881 | 948 | 30 du/acre | 28,445 | 284 | 28,160 |
| NB Low Density Residential | 99 | 43 | 4 du/acre | 172 | 43 | 129 |
| NB Medium Density Residential | 150 | 49 | 10 du/acre | 490 | 123 | 368 |
| NB Medium High Density Residential | 11 | 2 | 16 du/acre | 32 | 8 | 24 |
| NB High Density Residential | 40 | 7 | 30 du/acre | 210 | 52.5 | 158 |
| NB Mixed Residential Commercial | 48 | 24 | 30 du/acre | 720 | 216 | 504 |
| Total: | 69,067 | 18,640 | | | | 90,149 |

Source: Santa Rosa County GIS, 2014 and Adopted Santa Rosa County Comprehensive Plan

Figure 2-4

**Vacant Land (Acres) Designated for Residential Development
Santa Rosa County Comprehensive Plan Future Land Use Map**



2.10.2 Residential Mix

According to the County's existing land use data, multi-family residential development greater than five units makes up less than 1% of total residential development within the County, with the exception of Navarre Beach which is about 35%. Data from the 2008-2012 American Community Survey (Census) indicates that approximately 11% of the total residential units within the entire County are multi-family or greater than two units. This data includes the incorporated cities and is more representative of the housing mix within the County as a whole since it includes anything beyond a single family unit. Maintaining a viable mix of housing types is an important mechanism for providing affordable housing and housing opportunities within the County. The current Future Land Use Map provides for multi-family residential development, excluding the Navarre Beach planning area, within the Medium Density Residential, Residential, and Mixed Residential Commercial Future Land Use Map categories. These categories contained approximately 1,928 vacant acres in 2014 or 10% of total vacant residential acreage excluding the Navarre Beach Planning Area. This analysis indicates that in order to at least maintain the current housing mix having 11% multi-family residential, additional land (1%) designated for multi-family residential development on the Future Land Use Map would be necessary. **Figure 2-5** below shows vacant lands designated for multi-family residential by planning area, and as can be seen the South End Peninsula area has by far the most land available to accommodate higher density residential development. The following **Table 2-13** shows current Future Land Use Map designations for residential development types, including built units, for the growth areas of the County. **Figure 2-6** shows these allocations by Planning area, with the Milton, Pace and South End areas having very close acreage designations for residential development.

Figure 2-5

Vacant Land (Acres) Designated for Residential Development
Santa Rosa County Comprehensive Plan Future Land Use Map
2014

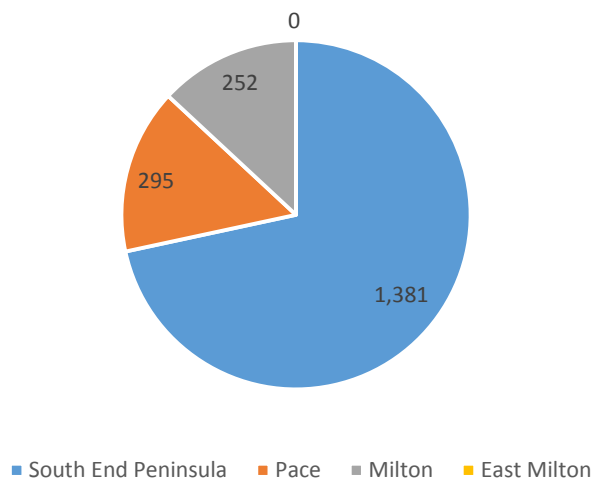


Table 2-10 Future Land Use Category Acreage by Planning Area and Existing Residential Units by Planning Area

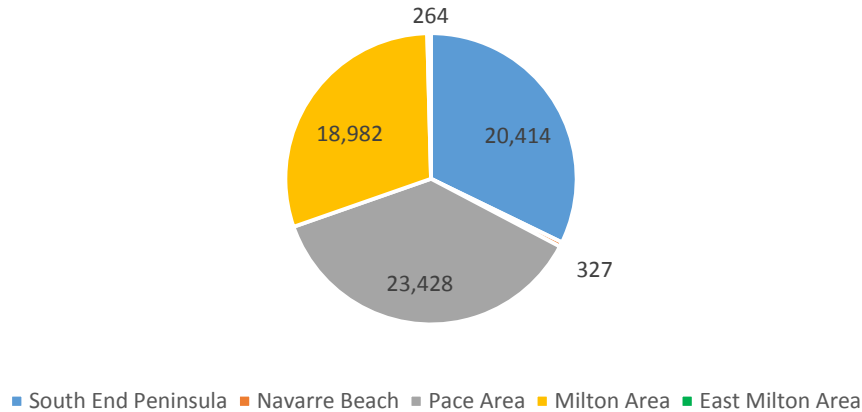
| Future Land Use Map Category | South End Acres | South End Units | Navarre Beach Acres | Navarre Beach Units | Garcon Point Acres | Garcon Point Units | Pace Acres | Pace Units | Milton Acres | Milton Units | East Milton Acres | East Milton Units | Total County Acres | Total County Units |
|---|-----------------|-----------------|---------------------|---------------------|--------------------|--------------------|------------|------------|--------------|--------------|-------------------|-------------------|--------------------|--------------------|
| Agriculture | 336 | 97 | | | 1,060 | 8 | 30,931 | 1,587 | 27,598 | 1,519 | 13,452 | 1,236 | 300,668 | 8,708 |
| Single Family Residential | 17,423 | 17,242 | | | 281 | 1 | 10,948 | 10,969 | 15,829 | 7,551 | 1,406 | 588 | 48,804 | 36,441 |
| Medium Density Residential | 120 | 17 | | | | | 44 | 59 | 3 | 11 | | | 167 | 87 |
| Residential | 992 | 2940 | | | 349 | 7 | 1,034 | 1,538 | 797 | 1644 | | | 2,875 | 6,190 |
| Commercial | 1,641 | 695 | | | 201 | 48 | 1659 | 241 | 1,079 | 360 | 155 | 152 | 4,976 | 1,580 |
| Conservation Recreation | 263 | 0 | 262 | | 3,860 | | 15,605 | 1 | 3,721 | 10 | 24,114 | 1 | 177,762 | 276 |
| Garcon Point Single Family Residential | | | | | 3,290 | 1,100 | 3,942 | 285 | 713 | 120 | | | 4,682 | 1,505 |
| Garcon Point Rural Residential | | | | | 6,632 | 331 | 6,630 | 11 | 1,476 | 41 | | | 8,153 | 383 |
| Bagdad Historic | | | | | | | | | 157 | 202 | | | 157 | 202 |
| Industrial | 1,011 | 23 | | | 90 | | 1,851 | 8 | 3,182 | 37 | 1,184 | 8 | 7,778 | 89 |
| Military | 194 | 0 | | | | | 208 | 0 | 3,355 | 16 | 1,269 | 0 | 71,155 | 16 |
| Mixed Residential Commercial | 2,684 | 3,933 | | | 448 | 124 | 1,185 | 1 | 10 | 0 | | | 3,881 | 3,934 |
| Marina | | | | | | | | | 41 | 27 | | 1,236 | 78 | 27 |
| Navarre Beach Commercial | | | 31 | 5 | | | | | | | | | 32 | 5 |
| Navarre Beach Low Density Residential | | | 97 | 284 | | | | | | | | | 99 | 284 |
| Navarre Beach Medium Density Residential | | | 145 | 296 | | | | | | | | | 150 | 296 |
| Navarre Beach Medium High Density Residential | | | 11 | 104 | | | | | | | | | 11 | 104 |
| Navarre Beach High Density Residential | | | 39 | 688 | | | | | | | | | 40 | 688 |
| Navarre Beach Mixed Residential Commercial | | | 47 | 447 | | | | | | | | | 48 | 447 |
| Navarre Beach Utilities | | | 19 | 0 | | | | | | | | | 19 | 0 |

Source: Santa Rosa County GIS, 2014

Note: Total County includes acreage and units not included within a planning area – specifically the Escribano Point area west of the Eglin Preserve which is mostly government owned.

Figure 2-6

Future Land Use Map Residential Designations by Planning Area



2.10.3 Commercial and Industrial

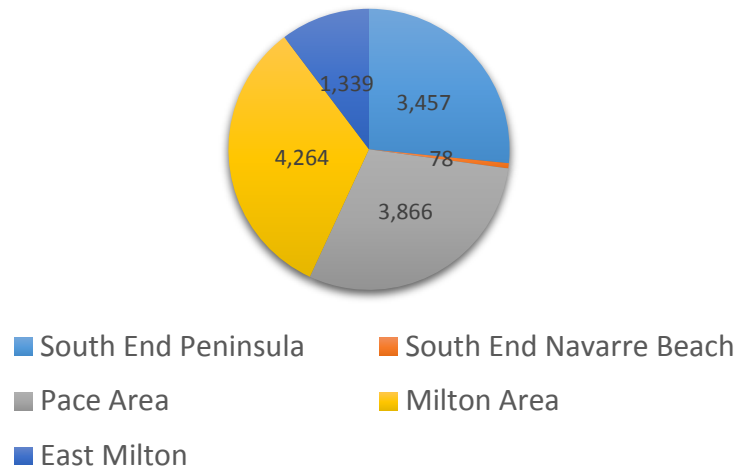
This section is intended to address the need for job creation, capital investment and economic development through analysis of the County's current Future Land Use Map allocations. In 2008, the ratio of existing commercial land to the current population was approximately 36 acres per 1,000 population for unincorporated Santa Rosa County. This number has increased to 42 acres per 1,000 population in 2014. This indicates that requests to change the Future Land Use Map designation to either Commercial or Mixed Residential Commercial have exceeded the 2008 ratio over the 2008-2014 timeframe.

The County has determined that the current ratio of industrial land to population is currently greater than the ratio of commercial land to population. The Current 2014 ratio of industrially designated lands per 1,000 population is 54 acres per 1,000 population. However, this ratio is expected to decrease by 2040 to 37 acres per 1,000 population indicating the need for additional Industrial allocation just to maintain the current ratio.

In keeping with the planning area concept and the goal of creating complete communities that better take advantage of existing transportation systems and infrastructure, **Figure 2-7** below provides the commercial and industrial lands allocation by planning area. As can be seen, current Future Land Use Map allocations are nearly the same for the Pace and South End Planning areas with the largest allocation being in the Milton planning area.

Figure 2-7

Future Land Use Map Designated Acres Commercial, Industrial, and 30% of Mixed Residential/Commercial Combined

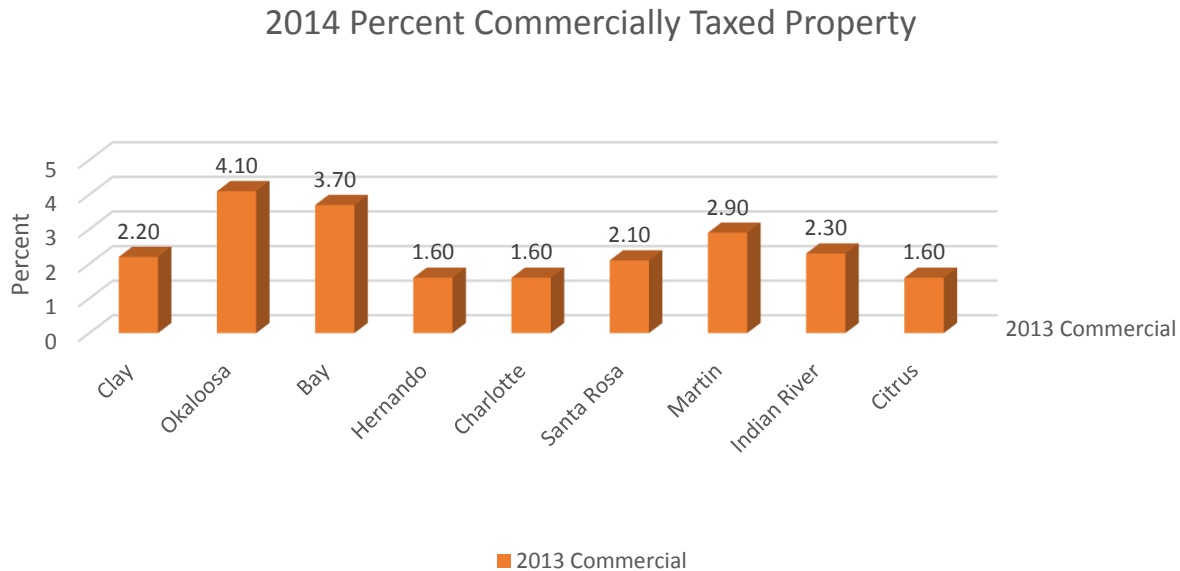


The following figure (**Figure 2-8**) compares the commercially taxed properties in Santa Rosa County to other similarly sized Florida counties. Santa Rosa has a greater amount of commercially taxable property than Hernando, Citrus and Charlotte counties, all three of which have significantly lower median incomes than does Santa Rosa. There are several components to understanding commercial allocation including:

- Infrastructure availability and cost;
- Demographic factors such as median income, population and proximity;
- Clustering or urbanization patterns,
- Traffic patterns; and
- The availability of commercially zoned lands and the adequacy of those lands including parcel size and depth as well as location.

A more detailed study of specific planning areas within the County is possible and could be considered in the future as staffing and funding levels permit. Prioritization could be based on the number of commercial rezoning requests in a given planning area or perceived demand.

Figure 2-8



2.10 Need for Redevelopment

Unincorporated Santa Rosa County contains areas with occurrences of obsolete land uses and deteriorating building and infrastructure conditions. Appropriate responses to such conditions include indirect actions such as monitoring and proactive code enforcement, more direct investments in renovation of buildings and public facilities, or proactive community revitalization and redevelopment. Where such deterioration is severe or widespread some communities choose to pursue redevelopment as provided under Florida's Community Redevelopment Act. Currently, the City of Gulf Breeze and the City of Milton have implemented Community Redevelopment Areas.

Based upon various combinations of these broad indicators, several areas of unincorporated Santa Rosa County could be interpreted to be in need of some level of revitalization or redevelopment. Specific examples include areas of deteriorated residential structures, including mobile homes that are located in unsafe areas; deteriorated commercial and residential areas; and areas potentially constrained by inadequate infrastructure. Also, several areas of Santa Rosa County could be considered to be in need of redevelopment based on the criteria of inadequate affordable housing.

No Community Redevelopment Areas have been established within unincorporated Santa Rosa County in accordance with Florida's Community Redevelopment Act. Nor has any Finding of Necessity been prepared or adopted by the Santa Rosa County Board of County Commissioners identifying specific locations of slum or blighted conditions. The Future Land Use Map supports and encourages redevelopment by classifying much of the older areas of the county, those most often in need of redevelopment, as either suburban residential or urban mixed use future land use categories. The adopted future land use categories include language that relates to non-conformities in land uses and compatibility issues in mixed land use districts that are intended to support and encourage redevelopment. In addition, even though there is not a targeted redevelopment program, redevelopment needs are addressed in part through housing grants and code enforcement activities.